



COUNTY OF LOS ANGELES
Internal Services Department
1100 North Eastern Avenue
Los Angeles, California 90063



JOAN OUDERKIRK
Director

TELEPHONE: (323) 267-2101
FACSIMILE: (323) 264-7135

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To: Each Supervisor

From: Joan Ouderkirk
Director

Subject: **REPORT ON 3-1-1 IMPLEMENTATION IN THE
CITY OF LOS ANGELES**

The attached status report is the third on 3-1-1 and related matters, focusing on the planned implementation of 3-1-1 service by the City of Los Angeles.

City of Los Angeles 3-1-1 Program

The City of Los Angeles will inaugurate its 3-1-1 program on or about September 16, 2002, providing non-emergency city services information and referrals via telephone and the Internet. The 3-1-1 center is located in a remodeled 4,000-square-foot facility adjacent to City Hall East. The City's 3-1-1 budget for fiscal year 2001/002 was about \$4.1 million, but that figure is expected to increase significantly in subsequent years as staff size and program complexity increase.

As originally conceived, the project envisioned expenditures of \$39 million and a staff of 250 over five years. Although the scope has been scaled back, the City still expects to have a staff of 70 to 80 operators, plus supervisors, support personnel and a manager during the first year of operation.

Pacific Bell and Verizon will soon install 3-1-1 switching systems in seventy central offices, generating significant installation and recurring charges. The City will pay six cents for each 3-1-1 call received. The budgetary impact of these per-call charges cannot be assessed until experience has provided an actual benchmark of monthly call volume. Likewise, accurate staffing levels cannot be predicted in the absence of usage statistics. It is uncertain as to whether any subsequent funding legislation would allow the City to recover the bulk of operating costs, including employee salaries/benefits, facility maintenance and information technology.

Close monitoring of the Los Angeles experience should yield invaluable information about the potential for 3-1-1 utilization elsewhere in the region, and how ease of public access via telephone and the Internet will impact municipal services, workload and

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constituent satisfaction. For instance, a sudden and significant increase in requests for services could outstrip the ability of the City to respond in a timely manner, and possibly create a negative public perception of 3-1-1 service due to response delays.

Assembly Bill 669 (Hertzberg)

Legislation has once again been introduced to provide State oversight and a funding mechanism for local entities wishing to offer 3-1-1 service. Assembly Bill 669 (Hertzberg) would allow for an increase in the existing 9-1-1 surcharge to fund such programs in any 3-1-1 jurisdictions. Previous versions of the bill have been vetoed twice, and it is unknown whether the Governor's office will support the legislation this year. If passed, AB 669 would make it possible for entities with 3-1-1 systems to recover a portion of certain costs.

2-1-1 and 5-1-1

The 2-1-1 dialing code for access to community information and referral services could become effective in California by early next year, following an anticipated decision by the California Public Utilities Commission. The service may be provided by non-governmental entities and/or charitable organizations.

The 5-1-1 dialing code for traffic and transportation information will be deployed in Northern California this fall; first in the San Francisco region, then in Sacramento. 5-1-1 service will be provided by state and local transportation agencies.

The accompanying Status Report on 3-1-1 provides greater detail on the initiatives summarized above. ISD will continue to monitor developments with regional, state and national 3-1-1 implementation, including legislation and tariff filings.

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Attachment

c: Chief Administrative Office
Board of Supervisors, Executive Office
Department Heads

REPORT ON THE COORDINATED USE OF 3-1-1 IN THE LOS ANGELES REGION PURSUANT TO A JANUARY 18, 2000 BOARD MOTION

On January 18, 2000, the Board of Supervisors directed the Internal Services Department, the Chief Information Officer, the Chief Administrative Officer, the Sheriff and Fire Chief to work with the City of Los Angeles and other cities to develop a plan for the coordinated and consistent use of 3-1-1 throughout the Los Angeles Region. This memo summarizes the scheduled implementation of 3-1-1 services by the City of Los Angeles, the intent and status of Assembly Bill 669 (Hertzberg), and provides an update on the planned utilization of the 2-1-1 and 5-1-1 dialing codes.

City of Los Angeles 3-1-1 Program

For several years, the City of Los Angeles has been aggressively developing the necessary components for a 3-1-1 telephone system capable of providing residents with access to a variety of non-emergency municipal services. 3-1-1 service is tentatively scheduled to begin in Los Angeles on September 16, 2002. The 3-1-1 program will be physically located in a recently remodeled, 4,000-square-foot facility near City Hall East, at 201 N. Los Angeles Street, Space 12-A, where the required computer network is now in place and operational. The call center includes 36 operator workstations, three supervisory consoles and a manager's office. Additional support staff will be housed in City Hall East. The 3-1-1 project manager predicts that the program will quickly outgrow this facility and need to relocate.

Initially, services provided will be limited to information and referral. Once the purpose of a call is determined, the operator will transfer the caller to the appropriate department, based on information and routing scripts contained in a Citywide Service Directory prepared specifically for the use of the 3-1-1 program. Ultimately, 3-1-1 operators will process most requests independently, without the need to transfer callers. Thus, reports of potholes, streetlights in need of repair, and similar types of complaints can be entered into the computer system and automatically routed to the proper department for further action. A re-designed City of Los Angeles Internet website is intended to compliment the suite of 3-1-1 offerings.

By closely monitoring the City's impending 3-1-1 program, observers will be able to evaluate the effectiveness of such a program and its impact on services, expectations and constituent satisfaction. New legislation could result in cost recovery for a limited portion of program expenses, but the bulk of operating costs are likely to remain with the sponsoring agency. The workload resulting from 3-1-1 reports could increase labor and materials costs, and response delays could undermine public confidence in the reporting process.

Equipment to implement 3-1-1 will be installed in switches located at 55 Pacific Bell central offices and 15 Verizon central offices. Pacific Bell anticipates Los Angeles will incur costs of \$300,000 for central office infrastructure during the current year, with annual recurring costs of \$350,000. Usage will incur a charge of 6 cents per call. The City could recover both one-time and recurring telecommunications costs, plus usage, if proposed funding legislation becomes law (see 'Legislation,' page 4).

The City's 3-1-1 budget for Fiscal Year 2001-02 was approximately \$4.1 million. For Fiscal Year 2002-03, a budget has not been finalized.

The 3-1-1 abbreviated dialing pattern will only work on wireline telephones, and only if calls are placed from addresses within the City limits. Calls to 3-1-1 from cellular (wireless) phones will receive a recorded announcement that the call can not be completed as dialed. The 3-1-1 center will have two-way transfer capability with the primary 9-1-1 Public Safety Answering Point (Los Angeles Police Department). Non-emergency police reports will not be accepted via 3-1-1, but instead will be referred to the existing "1-877-ASK-LAPD" number and routed to the appropriate station.

At present, the 3-1-1 program has a staff of 32, including operators, quality assurance agents and administrators. Eighteen additional operators are scheduled to be hired and trained prior to the start of service, and 18 more will be needed shortly thereafter to initially satisfy around-the-clock staffing requirements. A complement of 70 to 80 operators is anticipated.

At least initially, the 3-1-1 service will not be heavily advertised or promoted. Instead, the City will rely on press releases, media coverage, public service announcements and other no-cost or low-cost methods. The Mayor's office is expected to play a key role in publicizing the new service.

As mentioned above, the September 16, 2002 launch date is tentative, due in part to ongoing contract negotiations with Pacific Bell. A customer-specific contract with Verizon has already been completed. The carriers have not yet been required to file 3-1-1 tariffs detailing rates or charges associated with 3-1-1 components, but both will do so if required by the CPUC's ruling, due this September.

Legislation

Assembly Speaker Hertzberg has introduced Assembly Bill 669 to establish a funding source and State oversight of 3-1-1 systems in California. Specifically, A.B. 669 would empower the State to assist local government entities in developing 3-1-1 concepts, methods and procedures, enforce compliance with statewide standards, and increase the existing 9-1-1 surcharge on intrastate telephone service within any 3-1-1 jurisdictions to fund systems established pursuant to the bill. Governor Gray Davis has vetoed this legislation for the past two years. If the bill passes this year, it could enable the City of Los Angeles to recover all or part of its 3-1-1 telecommunications infrastructure investment, recurring costs and/or usage.

2-1-1 and 5-1-1

The use of the 2-1-1 abbreviated dialing code for access to community information and referral services will likely begin during the first quarter of 2003. A Decision by the California Public Utilities Commission (CPUC), is expected no sooner than November, 2002, potentially setting forth the qualifications, criteria, service area and duties required of 2-1-1 service providers.

The primary difference between 2-1-1 and 3-1-1 is that most 2-1-1 referrals will be directed to non-governmental service providers and/or charitable organizations, whereas 3-1-1 is local government based. Some overlap is anticipated in County social services and health care referrals, but public education and promotional materials should assist the public in making informed decisions about which number to call, based on specific needs and circumstances.

Existing 2-1-1 programs in other states include those funded entirely by organizations such as United Way, and others operating with a combination of funds from charitable organizations and local governments.

The 5-1-1 dialing code for traffic and transportation information will be deployed in the San Francisco Bay Area this fall, and extended to the Sacramento region early next year, signaling the introduction of what will eventually become a statewide offering. 5-1-1 service will utilize an interactive voice response system to provide current traffic conditions on specified highways and freeways as requested by the calling party. This service is a joint offering of Caltrans, the California Highway Patrol and local transportation authorities.

Summary and Recommendations

It remains to be seen what impact, if any, the City of Los Angeles 3-1-1 program will have on residents of the County and other cities. If promotion and publicity are geographically limited and provide specific information, it's likely that public acceptance will be quite high. At present, no U.S. county is providing 3-1-1 service, although two Florida counties are reportedly conducting feasibility studies. The City of New York is expected to implement a 3-1-1 system later this year. A different model is being developed by the State of Maryland, involving a statewide application that allows local governments to manage individual call centers while the state manages the telecommunications portion of the system.

Nationally, the preference for 3-1-1 programs is clearly shifting toward the "all services" model, rather than restricting use to non-emergency law enforcement reporting. This trend supports the Board's stated desire for consistent use of 3-1-1. Municipalities which had 3-1-1 programs in place on September 11, 2001 reported significant benefit from having a number other than 9-1-1 for residents to call with questions and concerns, including terrorism rumors and anthrax scares.

Implementing a countywide 3-1-1 program would be significantly more complex in that it would be necessary to address not only the needs of those who live in unincorporated areas, but also residents of contract and independent cities where varying types and levels of County services are provided. The first-year experiences of the City of Los Angeles program will provide the County and other cities with invaluable information about 3-1-1 and its utilization locally, including its impact on such municipal services as Public Works and 9-1-1. It will make available benchmark data and statistics on cost issues, staffing levels, calling patterns, desired services, unanticipated challenges, constituent expectations and satisfaction. This will be of significant benefit in planning for other 3-1-1 centers in the Los Angeles region.

In the interim, ISD will:

- Closely monitor the experience of the City of Los Angeles in implementing 3-1-1 service.
- Track any significant modifications and/or votes impacting Assembly Bill 669 (Hertzberg).
- Analyze the anticipated 3-1-1 tariff filings of SBC Pacific Bell and Verizon.
- Monitor relevant actions by the California Public Utilities Commission and Federal Communications Commission.
- Evaluate countywide 3-1-1 deployments elsewhere in the United States.
- Monitor 2-1-1 and 5-1-1 program implementations in California and elsewhere.

ISD will continue to monitor the progress, policy matters and implementation of 3-1-1 systems, and report to you when circumstances warrant.

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